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FOOD

# MANAGEMENT REPRESENTATIVE

IN EMERGENCY PREPAREDNESS

FEBRUARY 1974



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Prepared by Emergency Preparedness Branch  
Transportation and Warehouse Division  
Agricultural Marketing Service

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# FOOD MANAGEMENT REPRESENTATIVE'S ROLE IN EMERGENCY PREPAREDNESS

## Introduction

The title you just acquired, "Food Management Representative (FMR)," may sound awesome. To those who have never heard it before, it may be perplexing, and others who have heard of it know the importance of such an assignment. You represent the AMS Administrator in carrying out the agency's emergency preparedness functions. You were chosen because, in the eyes of the Administrator and your Division Director, you were the best qualified employee in the State to represent the agency.

The purpose of this paper is to give you an introduction to the job ahead, and prepare you for further training on specific details. You will discover several things:

(1) There are many people involved in emergency preparedness; (2) there are many that can and will help you; (3) the job is a major undertaking, but not impossible; and (4) that as an American and an employee of USDA, you can make a contribution to your country, your State, and community which will prepare them to survive and recover from any emergency they may face.

The Defense Production Act of 1950 assigned to the President specific responsibilities for organizing the government to meet the challenge of surviving a nuclear attack. The President, by Executive orders, reassigned some of these responsibilities to the Secretary of Agriculture. The Secretary, in turn, delegated to AMS the job of creating and maintaining an efficient and effective food management program.

As you read this paper, you will see how your assignment as FMR fits in with the total USDA emergency program and what is expected of you. It will take some time and extra effort on your part to perform this duty. However, the time spent will not prevent you from carrying out your regular program responsibilities.

## I. USDA Organization (Exhibit 1)

The Department's organization for pre-emergency preparedness planning reaches down to the county level. The Secretary of Agriculture has designated the Assistant Secretary for Administration as Chairman of the National Emergency Board, which is made up of the administrators of the major agencies in the Department. This is a policy-making group. The Assistant to the Secretary for Intergovernmental Affairs is responsible for the day-to-day functions of the USDA emergency preparedness program and the Departmental maintenance of a built-in readiness capability to function in an emergency situation. The USDA Regional Representative, Office of Intergovernmental Affairs, chairs the USDA Regional Emergency Staff and provides guidance to the USDA State Emergency Boards (SEB's) in their region. The Regional Representatives are also the USDA representatives on Federal Regional Councils.

The Emergency Duty Officer in the Office of Intergovernmental Affairs provides a 24-hour telephone contact point for reporting sudden natural disasters. The Department can, therefore, respond to the needs of the people through timely activation of its various programs.

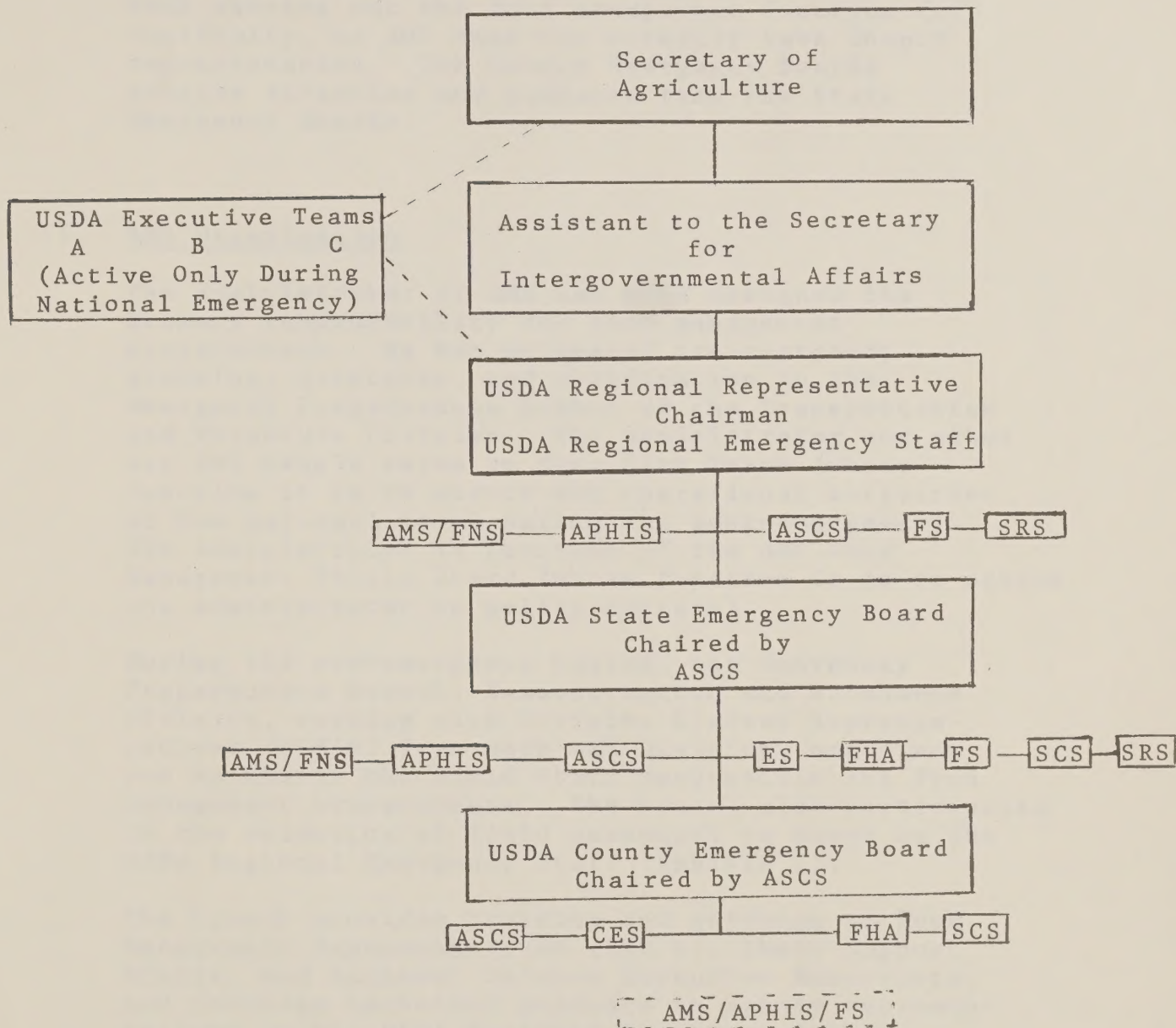
The USDA State Emergency Board is chaired by the ASCS Executive Director in 49 States, plus Puerto Rico and the Virgin Islands. The Secretary's representative in Alaska chairs the SEB there.

The membership of the board is made up from the Agricultural Stabilization and Conservation Service (ASCS), Animal and Plant Health Inspection Service (APHIS), Agricultural Marketing Service (AMS), Extension Service (ES), Farmers Home Administration (FHA), Forest Service (FS), Soil Conservation Service (SCS), and Statistical Reporting Service (SRS).

AMS is responsible for food management. However, in some States where AMS is not sufficiently staffed, agreements have been made to designate Food and Nutrition Service (FNS), Packers and Stockyards Administration (P&SA), ASCS, or SRS personnel as Food Management Representatives.



USDA EMERGENCY PREPAREDNESS ORGANIZATION  
FOR NATIONAL EMERGENCY



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County Emergency Boards are chaired by the ASCS County Executive Director and the membership is made up of ES, FHA, and SCS. In some counties FS, APHIS, and AMS may also be members of the board. ASCS carries out the food management function for continuity, as AMS does not normally have county representation. The County Emergency Boards receive direction and guidance from the State Emergency Boards.

## II. AMS Organization

The Administrator of AMS has been assigned the primary responsibility for food management preparedness. He has delegated pre-emergency planning, direction, and coordination to the Emergency Preparedness Branch of the Transportation and Warehouse Division. The Administrator and other key AMS people serve on Executive Teams (whose function it is to direct AMS operational activities at the national level during the post-emergency). The Administrator is Chairman of the AMS Food Management Policy Board (whose function it is to advise the Administrator on policy matters).

During the pre-emergency period, the Emergency Preparedness Branch, Transportation and Warehouse Division, working with Division Liaison Representatives (DLR's) from each AMS Division, organizes and maintains the field staff responsible for food management preparedness. The branch also participates in the selection of field personnel to serve on the USDA Regional Emergency Staff (Exhibit 2).

The branch provides training and guidance to Food Management Representatives (FMR's), their Support Staffs, and National Defense Executive Reservists; and provides technical guidance to agency representatives on the USDA Regional Emergency Staff.

FMR's serve on each USDA State Emergency Board. The FMR, representing the AMS Administrator, is responsible for food management preparedness activities in his State, and attends any State Emergency



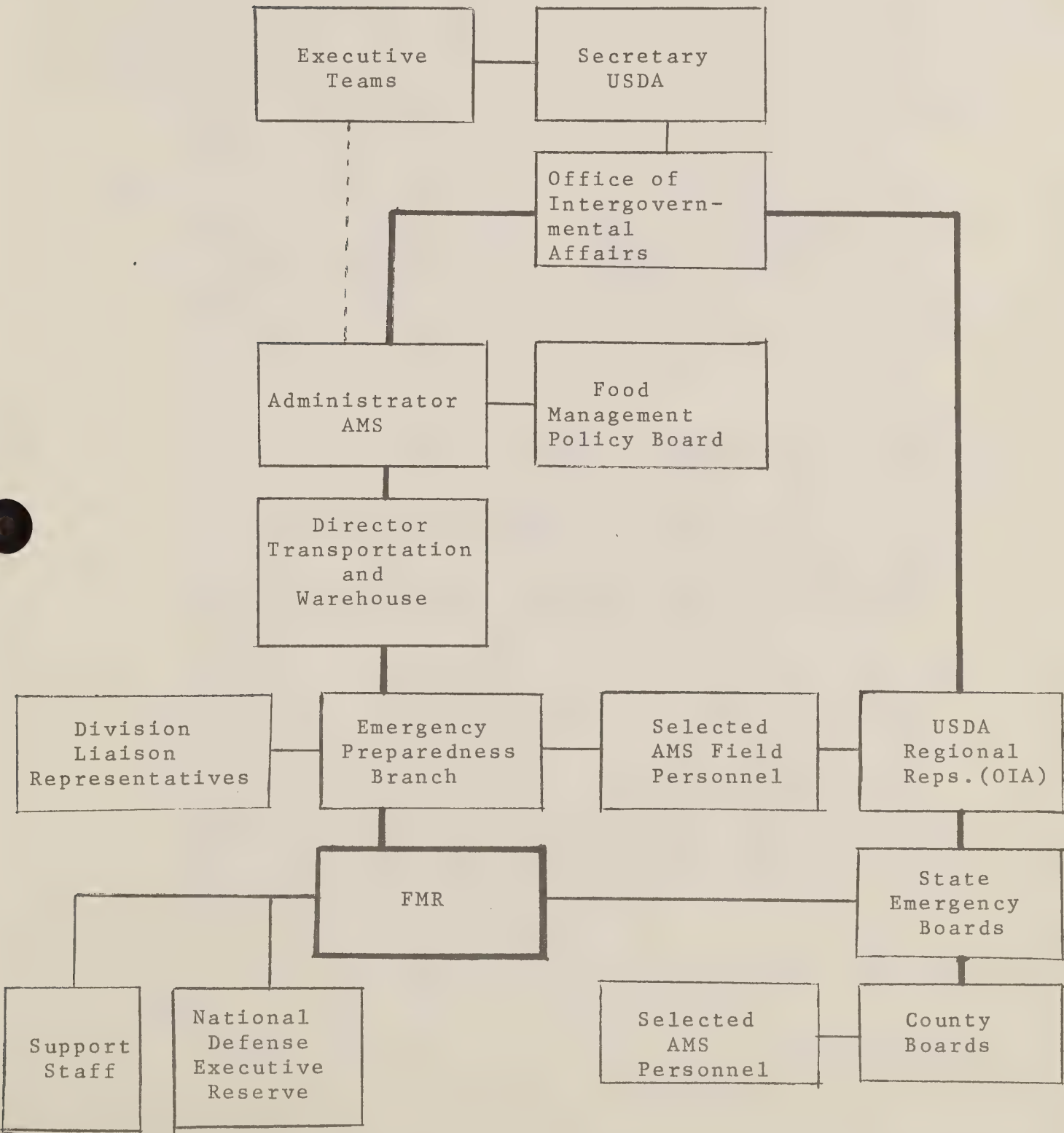
Board function. The Support Staff, made up of AMS and cooperating agency employees within the State, assists the FMR. Employees selected for the Support Staff usually represent a good cross-section of departmental activities. Their purpose is to complement the FMR in his duties by offering a broad base of experience, and to provide, when needed, a trained alternate for the FMR. They do not usually attend SEB meetings as a group, but may do so on request.

A National Defense Executive Reserve Program (NDER) provides the FMR with additional professional, technical and executive experience. This program is a government-wide civilian reserve to assure that in a national emergency a nucleus of industry personnel would be immediately available. Some are designated for service at the national level, others at the State level. Executive Reservists with expertise in the food field have been appointed to assist the FMR in most States. During the pre-emergency period, those serving at the State level are kept abreast of all agency and SEB activities by the FMR.

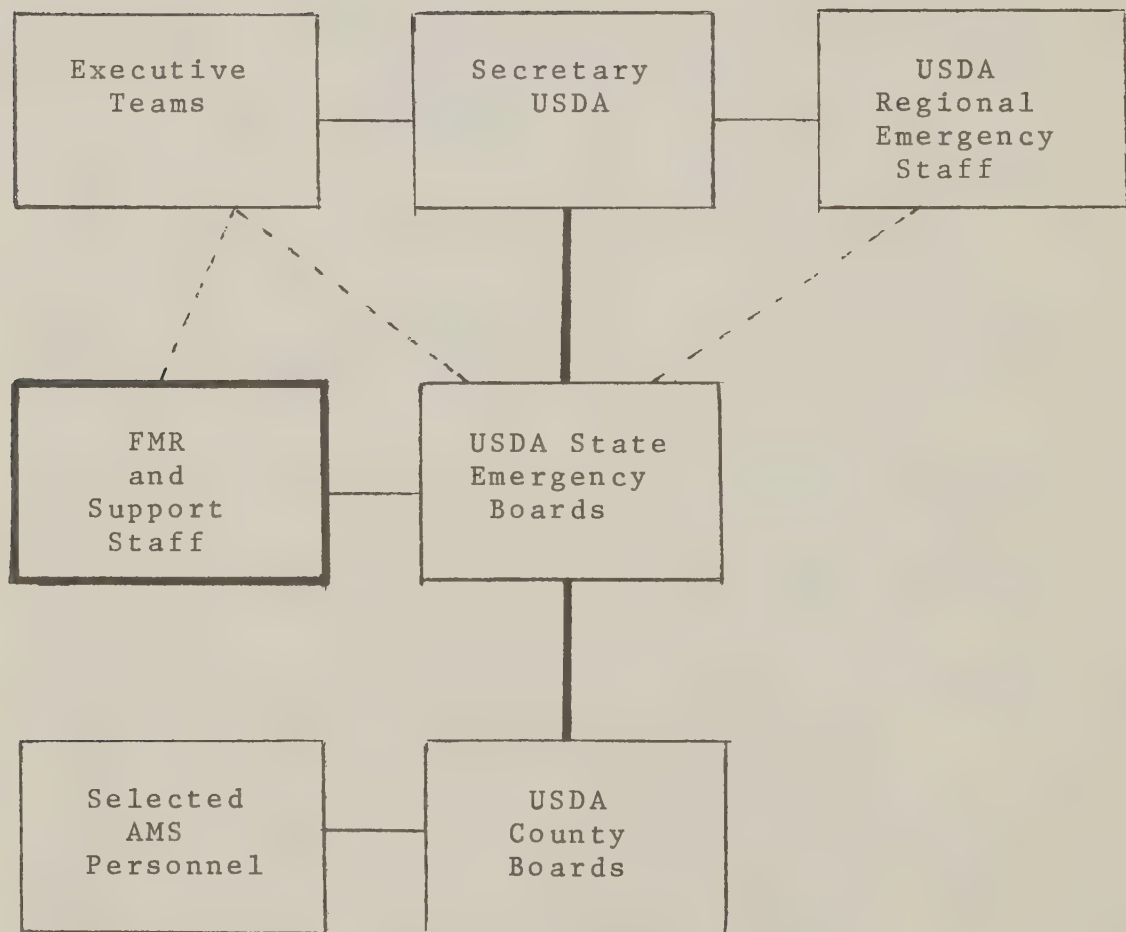
In a post-emergency situation, the AMS preparedness organization is superseded by the USDA operational organization; the Executive Teams are activated and provide liaison and guidance to the State Emergency Boards. Direction and operating policy comes from the Office of the Secretary of Agriculture. The FMR's assume their function at the State Emergency Board level with no further direction from the AMS Emergency Preparedness Branch (Exhibit 3).

From his Support Staff members, the FMR should select now (pre-emergency) a first and second alternate to serve in his absence. The FMR should also make plans for his Support Staff to operate during the post-emergency period. In most instances, the Emergency State Office (ESO) cannot accommodate the entire Support Staff. Therefore, they report to the State ASCS Office with other members of the State Emergency Board.

AMS EMERGENCY PREPAREDNESS ORGANIZATION  
(PREEMERGENCY PERIOD)



AMS EMERGENCY PREPAREDNESS ORGANIZATION  
(POST-EMERGENCY PERIOD)





Members of the National Defense Executive Reserve are considered to be part of the Support Staff, but they do not have an operational responsibility until the post-emergency period.

### III. What is Food Management?

Food management can be described as the actions taken during the post-emergency period to maintain normal food distribution patterns at the processing and wholesaling levels, so that food supplies can be made available for equitable distribution to the population. These actions should be such that distribution would be in accordance with the National Emergency Food Consumption Standard (NEFCS), which sets the maximum diet for this period. The standard is divided into eight food groups giving each person approximately 2,300 calories per day, or about 65 percent of the average current normal daily intake.

There will be some instances where this ultimate diet cannot be fully met because of shortages of certain items. To meet these situations, there are substitute guidelines in the Emergency Operations Handbook. There may also be instances where more food is available than is required to meet this standard. If this is the case, your job may be easier. However, you will still be restricted to the NEFCS, so that these excess supplies may be moved into less fortunate areas.

The total job of food management is a shared responsibility with State government. USDA is responsible for primary resources, i.e., food production, food processing, and distribution through the wholesale level. State governments are responsible for secondary resources, i.e., retail distribution, consumer rationing, and mass feeding. You, the FMR, working closely with your counterpart in State government will strive to achieve the food management goal of "equitable distribution of food to the population."

"Defense Food Order No. 2 (DFO No. 2)" is the legal mechanism to assist you in the job. This order applies to the processing, wholesaling, and distribution of food to retail establishments. It is designed to allow these phases of the food industry to operate with minimum restrictions. They are to serve their regular customers, if at all possible, but at a reduced level consistent with the NEFCS.

It will be your responsibility to advise the Order Administrator, who will be the SEB chairman, as to the actions necessary under the terms of the order to achieve equitable distribution. At the same time, State government will be setting up its rationing system to be compatible with the terms of the order. In other words, if wholesalers are supplying retail outlets with 65 percent of the food delivered prior to the emergency, then the State ration level will also be set at 65 percent. If your area is short of food and has only 50 percent of its needs, then the percentage of resupply would be adjusted accordingly. On the other hand, should there be an abundance of food, the resupply rate would remain at the NEFCS level of 65 percent.

Primary food industries will be reporting to the County Emergency Boards their inventory on hand, capability to operate, and any reasons why they can't operate at the pre-emergency levels. The CEB's will summarize this information and forward it to the State Emergency Office. It is here that you and your Support Staff will get a fix on the primary food situation. At the same time, your counterpart in State government is receiving similar information from the secondary resources.

Thus, food management is the merging of these two functions that dictates the actions necessary under the terms of DFO No. 2.

### III-A Principal Responsibilities

The main task of the Food Management Representative will be to represent AMS on the State Emergency Board and to advise the State Emergency Board Chairman of the operation and administration of Defense Food Order No. 2. In order to effectively do this, a Food Management Representative must acquire certain knowledge now during the pre-emergency period. The responsibilities of the Food Management Representative as a member of the State Emergency Board in brief are:

1. Represent AMS on the State Emergency Board.
2. Advise the Emergency Preparedness Branch of changes in Support members and Executive Reservists.
3. Maintain regular contact with Support Staff, Executive Reservists, and your counterpart in State government to exchange information on food management.
4. Maintain appropriate agency emergency records.
5. Analyze the post-emergency food situation and make recommendations concerning the administration of Defense Food Order No. 2 to the State Board Chairman.
6. Make recommendations for the disposition of undeliverable food.
7. Make recommendations concerning the wholesomeness of food.
8. Make recommendations for food salvage.
9. Make recommendations on emergency repairs to food facilities.
10. Assemble, evaluate and summarize requests from the food industry for nonfood requisites.



11. Assist State government counterparts in the solution of problems relating to food rationing.
12. Make recommendations concerning the use of Commodity Credit Corporation and other USDA-owned stocks.

### III-B What Does It Take To Do the Job?

You and/or your Support Staff should have:

- Sufficient time to read about, train in, and understand your responsibilities as set out in the National Plan, the USDA Emergency Operations Handbook, and Defense Food Order No. 2 (an average of 45-50 hours per year).
- Time for meetings with the State Emergency Board and your Support Staff (about 15-20 hours per year).
- Sufficient knowledge about food to know which contribute most to survival.
- An awareness of the processing steps and ingredient uses which make food products safe and wholesome, as compared to those which merely make them more attractive.
- Sufficient understanding of food industry sources, outlets, storage points, and distribution systems to enable you to recognize potential problems.
- Enough information about the economics of processing and marketing to weigh prospective benefits against other considerations when making recommendations to State Emergency Boards.
- A realization of the importance of your position and a desire to make the effort to prepare yourself for it.

- A dedication to the goals of the program that will result in placing emergency preparedness on an equal footing with other elements of your full-time job.

#### IV. Handbooks and Program Documents

At first a considerable amount of reading will be required in order to become familiar with your food management job. The intention of this paper is only to whet your appetite for a greater understanding of it. What has been done so far is to summarize the major parts of your overall responsibility. Since the explanation of additional functions is contained in other sources, no attempt was made to outline them here.

The following list of study materials, most of which are in the FMR files (see Exhibit 4), will give you more information about food management. The list is divided into two parts: (1) The authorities under which USDA's emergency preparedness program functions; and (2) the basic tools used by FMR's.

##### 1. Authorities

- a. Defense Production Act 1950 (basic law).
- b. Executive Order 10958 (stockpiling).
- c. Executive Order 11179 (NDER).
- d. Executive Order 11490 (part 8, section 801, relates to USDA).
- e. 1 AR, Chapter 4 (paragraph 258 relates to AMS).

##### 2. Basic Tools

- a. Emergency Operations Handbook (Chapter 5 deals with food management).

- b. Instructions for Defense Food Order No. 2.
- c. Food Facility Listing.
- d. State Food Profile.
- e. AMS Instruction 107-1.
- f. National Plan, Chapter 8.
- g. USDA-State Memorandum of Understanding.

## V. Training

There are three ways in which you will receive training in this assignment.

- 1. Orientation by the Emergency Preparedness Branch (EPB);
- 2. Self-study of program material; and
- 3. Participation in meetings and exercises.

### 1. Orientation by EPB.

It is the intent of this branch to visit each new FMR within 60 days of his appointment. The purpose of this orientation is to give a broad picture of the program and what is expected of you. It will cover such things as the files received from your predecessor, basic documents, organizations, Support Staff, and DFO No. 2.

### 2. Self-Study of Program Material.

Initially, there will be some demand of your time to become familiar with the basic documents outlined in section IV above. During your orientation the important parts of each



will be discussed with you. From time to time you will receive material from either the EPB or the SEB chairman that will require special study or action. It is recommended that, following a familiarization period, a minimum of 1 hour per week be spent to intensively study and keep abreast of the assignment.

3. Participation in Meetings and Exercises.

- a. State Emergency Board. The current policy on SEB meetings is two per year during the 2nd and 4th quarters of the fiscal year. There may be emergency circumstances when the chairman will call a special meeting. Training and semi-annual exercises are a part of the regular meetings.
- b. Regional Meetings. There may be times when the Office of Intergovernmental Affairs (OIA) will schedule regional-type training meetings for the State Emergency Boards. In the past, these have been 2-day meetings and scheduled well in advance so that you may make arrangements to attend.
- c. Food Management Meetings. A member of the Emergency Preparedness Branch will spend 1 day with you within a year following your initial orientation, and biannually thereafter. At these latter meetings your entire Support Staff should be in attendance. This is so you and your staff may be brought up-to-date on the status of the food management program.
- d. County Emergency Board (CEB) Training. It is the responsibility of the State Emergency Board to train the County Emergency Boards. However, this training would be at the request of the Assistant to the Secretary, OIA, and not on a regular schedule. If the Secretary's Office requests such training, members of the Emergency Preparedness Branch are

available to assist you in preparing material for the food management portion.

It is important that AMS be represented at all meetings. This can be accomplished with a minimum amount of time away from your regular program duties.

## VI. Natural Disasters

In the event of a major natural disaster in your State, the State Emergency Board Chairman may call a meeting to assess the situation. The AMS responsibility in natural disasters is confined to obtaining reduced freight rates for livestock feed and grain, which is handled by the Washington office. However, you would be called upon to furnish information relating to your regular program responsibility. In other words, if you are a meat grader, you will be expected to know if there are any packing houses in the disaster area and their known or anticipated damage. You should also obtain similar information from other AMS and/or FNS offices in the State. All such information will be compiled by the SEB chairman and forwarded to the Office of Intergovernmental Affairs.

This type of team work will be useful in developing a capability to handle any USDA emergency responsibility.

## VII. Summary

This briefly highlights your food management job. Your Division Director concurred in your appointment. You represent the AMS Administrator in your State. The Emergency Preparedness Branch is ready to train and assist you in carrying out your responsibilities. With reasonable effort on your part, the emergency preparedness assignment given to AMS will be met and this country will be able to meet and recover from any emergency it may face.

Close contact with the heads of other USDA agencies at the State level is beneficial to the FMR by increasing his general knowledge of agricultural programs. In this connection, the old adage is quite true--one gets out of it about what one puts in.

## INVENTORY OF AMS FOOD MANAGEMENT REPRESENTATIVE'S

## EMERGENCY RECORDS

(As received through State Emergency Board Chairman  
or through AMS headquarters)

FMR FILE CODE	EMERGENCY RECORD	CROSS REFERENCE TO USDA STATE EMERGENCY BOARD FILE
FMR FILE SYSTEM	(Complete title of material and source if possible)	(As found in ESO Emergency Records)
	<u>Basic Food Management Data With Supporting Materials AMS-1</u>	
AMS-1	State Food Profile	SS - 2-4
AMS-1	State Food Facility Listing (FMR's copy of ASCS Kansas City Data Center printout)	SS - 2-4
	<u>Policy - Recommendations - Actions AMS-2</u>	
AMS-2	AMS Emergency Memoranda <u>1/</u>	
AMS-2	A copy of the State Plan for Emergency Management of Resources, Part B, Section 4 on Food.	
AMS-2	Defense Food Order No. 2 (Federal Register Reprint)	AMS - 2-2
AMS-2	"Instructions for the Inter- pretation and Use of Defense Food Order No. 2"	AMS - 2-2
AMS-2	USDA Emergency Operations Handbook	AO - 2

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EMERGENCY RECORD

CROSS REFERENCE TO  
USDA STATE EMERGENCY  
BOARD FILE

AMS-2	Slides and Script on Defense Food Order No. 2.	
	<u>Specialized Personnel Lists</u> <u>AMS-3</u>	
AMS-3	Directory of USDA State Emergency Board and Related Defense Personnel.	AO - 4
AMS-3	Food Management Support Staff (Listing based on copies of letters of appointment, either as S/S members or Executive Reservists.)	
AMS-3	Emergency successors to State Food Management Representative (listing developed by FMR).	
	<u>Food Contamination Detection</u> <u>AMS-4</u>	
AMS-4	"Radiological Monitoring Pro- gram," C&MS Instruction 107-1, Part 3.	
AMS-4	"Protection of Food and Agriculture Against Nuclear Attack" - AH-234.	
	<u>AMS Agency Delegations -</u> <u>Assignments AMS-5</u>	
AMS-5	"Emergency Preparedness Program for Field Office," C&MS Instruction 107-1, Part 2, and attachments, Executive Order 11490, and Defense Responsi- bilities in USDA, reprint of Chapter 4, Title 1, of the USDA Administrative Regulations.	

FMR  
FILE CODE

EMERGENCY RECORD

CROSS REFERENCE TO  
USDA STATE EMERGENCY  
BOARD FILE

AMS-5	"Postattack Registration Plan," C&MS Instruction 107-1, Rev. 1.	
AMS-5	Provisional Delegations of Authority.	AO - 4
	<u>Reference File - REF</u>	
REF	U.S. Food Consumption - SB- 364-ERS	AMS - 1-1
REF	"Nutritive Value of Foods," Home and Garden Bulletin No. 72.	REF
REF	"Conversion Factors and Weights and Measures for Agricultural Commodities and their Products," SB- 362-ERS, June 1965.	REF
REF	"The National Plan for Emergency Preparedness," Chapter 8, issued by OEP, Dec. 1964, and "Index to the National Plan for Emergency Preparedness."	
REF	Inventory of USDA State and County Emergency Board Emergency Records.	SS-5
REF	PA-572, "Food Management in a National Emergency."	
REF	"Facility Protection for Food Processing Plants" (FG-F-3.54, December 1970).	











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